# Union Calendar No. 29

107TH CONGRESS 1ST SESSION

# H. R. 863

[Report No. 107-46]

To provide grants to ensure increased accountability for juvenile offenders.

#### IN THE HOUSE OF REPRESENTATIVES

March 6, 2001

Mr. Smith of Texas (for himself, Mr. Scott, Mr. Barr of Georgia, Mr. Chabot, Mr. Coble, Mr. Delahunt, Mr. Goodlatte, Mr. Green of Wisconsin, Mr. Hutchinson, Ms. Jackson-Lee of Texas, Mr. Keller, Mr. Meehan, and Mr. Weiner) introduced the following bill; which was referred to the Committee on the Judiciary

APRIL 20, 2001

Reported with an amendment, committed to the Committee of the Whole House on the State of the Union and ordered to be printed

[Strike out all after the enacting clause and insert the part printed in italic]

[For text of introduced bill, see copy of bill as introduced on March 6, 2001]

# A BILL

To provide grants to ensure increased accountability for juvenile offenders.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,

# SECTION 1. SHORT TITLE. This Act may be cited as the "Consequences for Juve nile Offenders Act of 2001". SEC. 2. GRANT PROGRAM. Part R of title I of the Omnibus Crime Control and

- 6 Safe Streets Act of 1968 (42 U.S.C. 3796 et seq.) is amended
- 6 Saje Streets Act of 1908 (42 U.S.C. 5796 et seq.) is amenaea
- 7 to read as follows:

#### 8 "PART R—JUVENILE ACCOUNTABILITY BLOCK

#### 9 **GRANTS**

- 10 "SEC. 1801. PROGRAM AUTHORIZED.
- 11 "(a) In General.—The Attorney General is author-
- 12 ized to provide grants to States, for use by States and units
- 13 of local government, and in certain cases directly to spe-
- 14 cially qualified units.
- 15 "(b) Authorized Activities.—Amounts paid to a
- 16 State or a unit of local government under this part shall
- 17 be used by the State or unit of local government for the
- 18 purpose of strengthening the juvenile justice system, which
- 19 includes—
- 20 "(1) developing, implementing, and admin-
- 21 istering graduated sanctions for juvenile offenders;
- 22 "(2) building, expanding, renovating, or oper-
- 23 ating temporary or permanent juvenile correction, de-
- 24 tention, or community corrections facilities;

- "(3) hiring juvenile court judges, probation officers, and court-appointed defenders and special advocates, and funding pretrial services for juvenile offenders, to promote the effective and expeditious administration of the juvenile justice system;
  - "(4) hiring additional prosecutors, so that more cases involving violent juvenile offenders can be prosecuted and case backlogs reduced;
  - "(5) providing funding to enable prosecutors to address drug, gang, and youth violence problems more effectively and for technology, equipment, and training to assist prosecutors in identifying and expediting the prosecution of violent juvenile offenders;
  - "(6) establishing and maintaining training programs for law enforcement and other court personnel with respect to preventing and controlling juvenile crime;
  - "(7) establishing juvenile gun courts for the prosecution and adjudication of juvenile firearms offenders;
  - "(8) establishing drug court programs for juvenile offenders that provide continuing judicial supervision over juvenile offenders with substance abuse problems and the integrated administration of other sanctions and services for such offenders;

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1	"(9) establishing and maintaining a system of
2	juvenile records designed to promote public safety;
3	"(10) establishing and maintaining interagency
4	information-sharing programs that enable the juvenile
5	and criminal justice system, schools, and social serv-
6	ices agencies to make more informed decisions regard-
7	ing the early identification, control, supervision, and
8	treatment of juveniles who repeatedly commit serious
9	delinquent or criminal acts;
10	"(11) establishing and maintaining account-
11	ability-based programs designed to reduce recidivism
12	among juveniles who are referred by law enforcement
13	personnel or agencies;
14	"(12) establishing and maintaining programs to
15	conduct risk and need assessments of juvenile offend-
16	ers that facilitate the effective early intervention and
17	the provision of comprehensive services, including
18	mental health screening and treatment and substance
19	abuse testing and treatment to such offenders;
20	"(13) establishing and maintaining account-
21	ability-based programs that are designed to enhance
22	$school\ safety;$
23	"(14) establishing and maintaining restorative
24	$justice\ programs;$

1	"(15) establishing and maintaining programs to
2	enable juvenile courts and juvenile probation officers
3	to be more effective and efficient in holding juvenile
4	offenders accountable and reducing recidivism; and
5	"(16) hiring detention and corrections personnel,
6	and establishing and maintaining training programs
7	for such personnel to improve facility practices and
8	programming.
9	"(c) Definition.—For purposes of this section, the
10	term 'restorative justice program' means a program that
11	emphasizes the moral accountability of an offender toward
12	the victim and the affected community, and may include
13	community reparations boards, restitution (in the form of
14	monetary payment or service to the victim or, where no vic-
15	tim can be identified, service to the affected community),
16	and mediation between victim and offender.
17	"SEC. 1802. GRANT ELIGIBILITY.
18	"(a) State Eligibility.—To be eligible to receive a
19	grant under this section, a State shall submit to the Attor-
20	ney General an application at such time, in such form, and
21	containing such assurances and information as the Attor-
22	ney General may require by guidelines, including—
23	"(1) information about—
24	"(A) the activities proposed to be carried
25	out with such grant; and

1	"(B) the criteria by which the State pro-
2	poses to assess the effectiveness of such activities
3	on achieving the purposes of this part; and
4	"(2) assurances that the State and any unit of
5	local government to which the State provides funding
6	under section 1803(b), has in effect (or shall have in
7	effect, not later than 1 year after the date that the
8	State submits such application) laws, or has imple-
9	mented (or shall implement, not later than 1 year
10	after the date that the State submits such application)
11	policies and programs, that provide for a system of
12	graduated sanctions described in subsection (c).
13	"(b) Local Eligibility.—
14	"(1) Subgrant eligibility.—To be eligible to
15	receive a subgrant, a unit of local government, other
16	than a specially qualified unit, shall provide to the
17	State—
18	"(A) information about—
19	"(i) the activities proposed to be car-
20	ried out with such subgrant; and
21	"(ii) the criteria by which the unit
22	proposes to assess the effectiveness of such
23	activities on achieving the purposes of this
24	part; and

1	"(B) such assurances as the State shall re-
2	quire, that, to the maximum extent applicable,
3	the unit of local government has in effect (or
4	shall have in effect, not later than 1 year after
5	the date that the unit submits such application)
6	laws, or has implemented (or shall implement,
7	not later than 1 year after the date that the unit
8	submits such application) policies and programs,
9	that provide for a system of graduated sanctions
10	described in subsection (c).
11	"(2) Special rule.—The requirements of para-
12	graph (1) shall apply to a specially qualified unit
13	that receives funds from the Attorney General under
14	section 1803(e), except that information that is other-
15	wise required to be submitted to the State shall be
16	submitted to the Attorney General.
17	"(c) Graduated Sanctions.—A system of graduated
18	sanctions, which may be discretionary as provided in sub-
19	section (d), shall ensure, at a minimum, that—
20	"(1) sanctions are imposed on a juvenile offender
21	for each delinquent offense;
22	"(2) sanctions escalate in intensity with each
23	subsequent, more serious delinquent offense:

1	"(3) there is sufficient flexibility to allow for in-
2	dividualized sanctions and services suited to the indi-
3	vidual juvenile offender; and
4	"(4) appropriate consideration is given to public
5	safety and victims of crime.
6	"(d) Discretionary Use of Sanctions.—
7	"(1) Voluntary participation.—A State or
8	unit of local government may be eligible to receive a
9	grant under this part if—
10	"(A) its system of graduated sanctions is
11	discretionary; and
12	"(B) it demonstrates that it has promoted
13	the use of a system of graduated sanctions by
14	taking steps to encourage implementation of such
15	a system by juvenile courts.
16	"(2) Reporting requirement if graduated
17	SANCTIONS NOT USED.—
18	"(A) Juvenile courts.—A State or unit
19	of local government in which the imposition of
20	graduated sanctions is discretionary shall re-
21	quire each juvenile court within its
22	jurisdiction—
23	"(i) which has not implemented a sys-
24	tem of graduated sanctions, to submit an
25	annual report that explains why such court

1	did not implement graduated sanctions;
2	and
3	"(ii) which has implemented a system
4	of graduated sanctions but has not imposed
5	graduated sanctions in all cases, to submit
6	an annual report that explains why such
7	court did not impose graduated sanctions in
8	all cases.
9	"(B) Units of local government.—Each
10	unit of local government, other than a specially
11	qualified unit, that has 1 or more juvenile courts
12	that use a discretionary system of graduated
13	sanctions shall collect the information reported
14	under subparagraph (A) for submission to the
15	State each year.
16	"(C) States.—Each State and specially
17	qualified unit that has 1 or more juvenile courts
18	that use a discretionary system of graduated
19	sanctions shall collect the information reported
20	under subparagraph (A) for submission to the
21	Attorney General each year. A State shall also
22	collect and submit to the Attorney General the
23	$information\ collected\ under\ subparagraph\ (B).$
24	"(e) Definitions.—For purposes of this section:

"(1) The term 'discretionary' means that a system of graduated sanctions is not required to be imposed by each and every juvenile court in a State or unit of local government.

"(2) The term 'sanctions' means tangible, proportional consequences that hold the juvenile offender accountable for the offense committed. A sanction may include counseling, restitution, community service, a fine, supervised probation, or confinement.

#### 10 "SEC. 1803. ALLOCATION AND DISTRIBUTION OF FUNDS.

#### "(a) State Allocation.—

"(1) In General.—In accordance with regulations promulgated pursuant to this part and except as provided in paragraph (3), the Attorney General shall allocate—

"(A) 0.25 percent for each State; and

"(B) of the total funds remaining after the allocation under subparagraph (A), to each State, an amount which bears the same ratio to the amount of remaining funds described in this subparagraph as the population of people under the age of 18 living in such State for the most recent calendar year in which such data is available bears to the population of people under the age of 18 of all the States for such fiscal year.

"(2) Prohibition.—No funds allocated to a 1 2 State under this subsection or received by a State for distribution under subsection (b) may be distributed 3 4 by the Attorney General or by the State involved for 5 any program other than a program contained in an 6 approved application. 7 "(b) Local Distribution.— "(1) In General.—Except as provided in para-8 9 graph (2), each State which receives funds under sub-10 section (a)(1) in a fiscal year shall distribute among 11 units of local government, for the purposes specified 12 in section 1801, not less than 75 percent of such 13 amounts received. 14 "(2) Waiver.—If a State submits to the Attor-15 ney General an application for waiver that dem-16 onstrates and certifies to the Attorney General that— 17 "(A) the State's juvenile justice expenditures 18 in the fiscal year preceding the date in which an 19 application is submitted under this part (the 20 'State percentage') is more than 25 percent of the 21 aggregate amount of juvenile justice expenditures

25 units of local government in such State, or orga-

ernment; and

by the State and its eligible units of local gov-

"(B) the State has consulted with as many

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1	nizations representing such units, as practicable
2	regarding the State's calculation of expenditures
3	under subparagraph (A), the State's application
4	for waiver under this paragraph, and the State's
5	proposed uses of funds,
6	the percentage referred to in paragraph (1) shall
7	equal the percentage determined by subtracting the
8	State percentage from 100 percent.
9	"(3) Allocation.—In making the distribution
10	under paragraph (1), the State shall allocate to such
11	units of local government an amount which bears the
12	same ratio to the aggregate amount of such funds
13	as—
14	"(A) the sum of—
15	"(i) the product of—
16	"(I) three-quarters; multiplied by
17	"(II) the average juvenile justice
18	expenditure for such unit of local gov-
19	ernment for the 3 most recent calendar
20	years for which such data is available;
21	plus
22	"(ii) the product of—
23	"(I) one-quarter; multiplied by
24	"(II) the average annual number
25	of part 1 violent crimes in such unit of

1	local government for the 3 most recent
2	calendar years for which such data is
3	available, bears to—
4	"(B) the sum of the products determined
5	under subparagraph (A) for all such units of
6	local government in the State.
7	"(4) Expenditures.—The allocation any unit
8	of local government shall receive under paragraph (3)
9	for a payment period shall not exceed 100 percent of
10	juvenile justice expenditures of the unit for such pay-
11	ment period.
12	"(5) Reallocation.—The amount of any unit
13	of local government's allocation that is not available
14	to such unit by operation of paragraph (4) shall be
15	available to other units of local government that are
16	not affected by such operation in accordance with this
17	subsection.
18	"(c) Unavailability of Data for Units of Local
19	GOVERNMENT.—If the State has reason to believe that the
20	reported rate of part 1 violent crimes or juvenile justice ex-
21	penditures for a unit of local government is insufficient or
22	inaccurate, the State shall—
23	"(1) investigate the methodology used by the unit
24	to determine the accuracy of the submitted data: and

1	"(2) if necessary, use the best available com-
2	parable data regarding the number of violent crimes
3	or juvenile justice expenditures for the relevant years
4	for the unit of local government.
5	"(d) Local Government With Allocations Less
6	Than \$10,000.—If under this section a unit of local govern-
7	ment is allocated less than \$10,000 for a payment period,
8	the amount allotted shall be expended by the State on serv-
9	ices to units of local government whose allotment is less
10	than such amount in a manner consistent with this part.
11	"(e) Direct Grants to Specially Qualified
12	Units.—
13	"(1) In general.—If a State does not qualify or
14	apply for funds reserved for allocation under sub-
15	section (a) by the application deadline established by
16	the Attorney General, the Attorney General shall re-
17	serve not more than 75 percent of the allocation that
18	the State would have received under subsection (a) for
19	such fiscal year to provide grants to specially quali-
20	fied units which meet the requirements for funding
21	under section 1802.
22	"(2) AWARD BASIS.—In addition to the quali-
23	fication requirements for direct grants for specially

1	government as a basis for awarding grants under this
2	section.
3	"SEC. 1804. GUIDELINES.
4	"(a) In General.—The Attorney General shall issue
5	guidelines establishing procedures under which a State or
6	unit of local government that receives funds under section
7	1803 is required to provide notice to the Attorney General
8	regarding the proposed use of funds made available under
9	this part.
10	"(b) Advisory Board.—The guidelines referred to in
11	subsection (a) shall include a requirement that such eligible
12	State or unit of local government establish and convene an
13	advisory board to review the proposed uses of such funds.
14	The board shall include representation from, if
15	appropriate—
16	"(1) the State or local police department;
17	"(2) the local sheriff's department;
18	"(3) the State or local prosecutor's office;
19	"(4) the State or local juvenile court;
20	"(5) the State or local probation officer;
21	"(6) the State or local educational agency;
22	"(7) a State or local social service agency;
23	"(8) a nonprofit, nongovernmental victim advo-
24	cacy organization; and
25	"(9) a nonvrofit religious, or community group.

#### 1 "SEC. 1805. PAYMENT REQUIREMENTS. 2 "(a) Timing of Payments.—The Attorney General 3 shall pay to each State or unit of local government that receives funds under section 1803 that has submitted an ap-4 5 plication under this part not later than— 6 "(1) 180 days after the date that the amount is 7 available, or 8 "(2) the first day of the payment period if the State has provided the Attorney General with the as-9 10 surances required by subsection (c), whichever is later. 11 12 "(b) Repayment of Unexpended Amounts.— 13 "(1) Repayment required.—From amounts 14 awarded under this part, a State or specially quali-15 fied unit shall repay to the Attorney General, before 16 the expiration of the 36-month period beginning on 17 the date of the award, any amount that is not ex-18 pended by such State or unit. 19 "(2) Extension.—The Attorney General may 20 adopt policies and procedures providing for a one-21 time extension, by not more than 12 months, of the 22 period referred to in paragraph (1). 23 "(3) Penalty for failure to repay.—If the 24 amount required to be repaid is not repaid, the Attor-

ney General shall reduce payment in future payment

periods accordingly.

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1	"(4) Deposit of amounts repaid.—Amounts
2	received by the Attorney General as repayments under
3	this subsection shall be deposited in a designated fund
4	for future payments to States and specially qualified
5	units.
6	"(c) Administrative Costs.—A State or unit of local
7	government that receives funds under this part may use not
8	more than 5 percent of such funds to pay for administrative
9	costs.
10	"(d) Nonsupplanting Requirement.—Funds made
11	available under this part to States and units of local gov-
12	ernment shall not be used to supplant State or local funds
13	as the case may be, but shall be used to increase the amount
14	of funds that would, in the absence of funds made available
15	under this part, be made available from State or local
16	sources, as the case may be.
17	"(e) Matching Funds.—
18	"(1) In general.—The Federal share of a grant
19	received under this part may not exceed 90 percent of
20	the total program costs.
21	"(2) Construction of facilities.—Notwith-
22	standing paragraph (1), with respect to the cost of
23	constructing juvenile detention or correctional facili-
24	ties, the Federal share of a grant received under this
25	part may not exceed 50 percent of approved cost.

### 1 "SEC. 1806. UTILIZATION OF PRIVATE SECTOR.

2	"Funds or a portion of funds allocated under this part
3	may be used by a State or unit of local government that
4	receives a grant under this part to contract with private,
5	nonprofit entities, or community-based organizations to
6	carry out the purposes specified under section 1801(b).
7	"SEC. 1807. ADMINISTRATIVE PROVISIONS.
8	"(a) In General.—A State or specially qualified unit
9	that receives funds under this part shall—
10	"(1) establish a trust fund in which the govern-
11	ment will deposit all payments received under this
12	part;
13	"(2) use amounts in the trust fund (including
14	interest) during the period specified in section
15	1805(b)(1) and any extension of that period under
16	section $1805(b)(2)$ ;
17	"(3) designate an official of the State or spe-
18	cially qualified unit to submit reports as the Attorney
19	General reasonably requires, in addition to the an-
20	nual reports required under this part; and
21	"(4) spend the funds only for the purposes under
22	section 1801(b).
23	"(b) Title I Provisions.—Except as otherwise pro-
24	vided, the administrative provisions of part $H$ shall apply
25	to this part and for purposes of this section any reference

1	in such provisions to title I shall be deemed to include a
2	reference to this part.
3	"SEC. 1808. ASSESSMENT REPORTS.
4	"(a) Reports to Attorney General.—
5	"(1) In general.—Except as provided in para-
6	graph (2), for each fiscal year for which a grant or
7	subgrant is awarded under this part, each State or
8	unit of local government that receives such a grant or
9	subgrant shall submit to the Attorney General a re-
10	port, at such time and in such manner as the Attor-
11	ney General may reasonably require, which report
12	shall include—
13	"(A) a summary of the activities carried
14	out with such grant or subgrant; and
15	"(B) an assessment of the effectiveness of
16	such activities on achieving the purposes of this
17	part.
18	"(2) Waivers.—The Attorney General may
19	waive the requirement of an assessment in paragraph
20	(1)(B) for a State or unit of local government if the
21	Attorney General determines that—
22	"(A) the nature of the activities are such
23	that assessing their effectiveness would not be
24	practical or insightful;

1	"(B) the amount of the grant or subgrant is					
2	such that carrying out the assessment would not					
3	be an effective use of those amounts; or					
4	"(C) the resources available to the State or					
5	unit are such that carrying out the assessment					
6	would pose a financial hardship on the State or					
7	unit.					
8	"(b) Reports to Congress.—Not later than 90 days					
9	after the last day of each fiscal year for which 1 or more					
10	grants are awarded under this part, the Attorney General					
11	shall submit to the Congress a report, which shall include—					
12	"(1) a summary of the information provided					
13	under subsection (a);					
14	"(2) the assessment of the Attorney General of					
15	the grant program carried out under this part; and					
16	"(3) such other information as the Attorney Gen-					
17	eral considers appropriate.					
18	"SEC. 1809. DEFINITIONS.					
19	"For purposes of this part:					
20	"(1) The term 'unit of local government'					
21	means—					
22	"(A) a county, township, city, or political					
23	subdivision of a county, township, or city, that					
24	is a unit of local government as determined by					

1	the Secretary of Commerce for general statistical
2	purposes;
3	"(B) any law enforcement district or judi-
4	cial enforcement district that—
5	"(i) is established under applicable
6	State law; and
7	"(ii) has the authority, in a manner
8	independent of other State entities, to estab-
9	lish a budget and raise revenues; and
10	"(C) the District of Columbia and the recog-
11	nized governing body of an Indian tribe or Alas-
12	kan Native village that carries out substantial
13	governmental duties and powers.
14	"(2) The term 'specially qualified unit' means a
15	unit of local government which may receive funds
16	under this part only in accordance with section
17	1803(e).
18	"(3) The term 'State' means any State of the
19	United States, the District of Columbia, the Common-
20	wealth of Puerto Rico, the Virgin Islands, American
21	Samoa, Guam, and the Northern Mariana Islands,
22	except that American Samoa, Guam, and the North-
23	ern Mariana Islands shall be considered as 1 State
24	and that, for purposes of section 1803(a), 33 percent
25	of the amounts allocated shall be allocated to Amer-

1	ican Samoa, 50 percent to Guam, and 17 percent to						
2	the Northern Mariana Islands.						
3	"(4) The term 'juvenile' means an individual						
4	who is 17 years of age or younger.						
5	"(5) The term 'juvenile justice expenditures'						
6	6 means expenditures in connection with the juvenil						
7	justice system, including expenditures in connection						
8	with such system to carry out—						
9	"(A) activities specified in section 1801(b);						
10	and						
11	"(B) other activities associated with pros-						
12	ecutorial and judicial services and corrections as						
13	reported to the Bureau of the Census for the fis-						
14	cal year preceding the fiscal year for which a de-						
15	termination is made under this part.						
16	"(6) The term 'part 1 violent crimes' means						
17	murder and nonnegligent manslaughter, forcible rape,						
18	robbery, and aggravated assault as reported to the						
19	Federal Bureau of Investigation for purposes of the						
20	Uniform Crime Reports.						
21	"SEC. 1810. AUTHORIZATION OF APPROPRIATIONS.						
22	"(a) Authorization of Appropriations.—There						
23	are authorized to be appropriated to carry out this part—						
24	"(1) \$500,000,000 for fiscal year 2002;						
25	"(2) \$500,000,000 for fiscal year 2003: and						

1	"(3) \$500,000,000 for fiscal year 2004.						
2	"(b) Oversight Accountability and Administra-						
3	TION.—Of the amount authorized to be appropriated under						
4	subsection (a), there shall be available to the Attorney Gen						
5	eral, for each of the fiscal years 2002 through 2004 (as ap						
6	plicable), to remain available until expended—						
7	"(1) not more than 2 percent of that amount, fo						
8	research, evaluation, and demonstration consistent						
9	with this part;						
10	"(2) not more than 1 percent of that amount, for						
11	training and technical assistance; and						
12	"(3) not more than 1 percent, for administrative						
13	costs to carry out the purposes of this part.						
14	The Attorney General shall establish and execute an over-						
15	sight plan for monitoring the activities of grant recipients.						
16	"(c) Funding Source.—Appropriations for activities						
17	authorized in this part may be made from the Violent						
18	Crime Reduction Trust Fund.".						
19	SEC. 3. EFFECTIVE DATE.						
20	The amendments made by section 2 shall take effect						
21	on the first day of the first fiscal year that begins after						
22	the date of the enactment of this Act.						

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1	SEC. 4	. TRANSITION	OF	JUVENILE	ACCOUNTABILITY	IN

- 2 CENTIVE BLOCK GRANTS PROGRAM.
- 3 For each grant made from amounts made available for
- 4 the Juvenile Accountability Incentive Block Grants pro-
- 5 gram (as described under the heading "VIOLENT CRIME
- 6 REDUCTION PROGRAMS, STATE AND LOCAL LAW
- 7 ENFORCEMENT ASSISTANCE" in the Department of
- 8 Justice Appropriations Act, 2000 (as enacted by Public
- 9 Law 106-113; 113 Stat. 1537-14)), the grant award shall
- 10 remain available to the grant recipient for not more than
- 11 36 months after the date of receipt of the grant.

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107TH CONGRESS 1ST SESSION

H.R.863

[Report No. 107-46]

## A BILL

To provide grants to ensure increased accountability for juvenile offenders.

April 20, 2001

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